# **Implementation Plan**

The stretch of river above the Falls of St. Anthony offers the last unrealized waterfront amenity in the City of Minneapolis. The creation of Boom Island Park, and extension of West River Parkway to Plymouth Ave., point to the potential inherent in the Upper River as an attraction for recreational use and as a catalyst for growth and renewal on adjacent lands. The Upper River Master Plan presents a blueprint for change, discovering opportunities awaiting action. Significant portions of the riverfront and cultural landmarks are held by the public. Old concepts of utilitarian imperative controlling the fate of the river landscape are giving way to demands for ecologically enhancing uses that add value to the surrounding communities. The challenge of change must be met by a new spirit of cooperation and civic duty, ratified by the establishment of an implementation entity with a clear strategy for accomplishing the goals set forth in this Master Plan.

# **Benefits of Implementation**

During the process of analysis, urban design, and public review, the potential for an interrelated set of benefits formed around the vision contained in the Plan. A brief list of attainable results best captures the future presented in the Plan:

- ♦ Over 90 acres of new parks and open space.
- ♦ 4 miles of restored riverbank.
- ◆ 40 acres of additional wildlife habitat.
- ♦ 16 acres devoted to water quality ponds.
- ♦ 5.25 miles of new parkway or boulevard.
- ♦ 15 miles of bicycle and pedestrian trails.
- ◆ A wide variety of new riverfront destinations.
- ◆ 2,500 housing units in new riverfront neighborhoods.
- ◆ 2,000 net additional jobs.
- ♦ Over \$10 million in additional annual tax revenues.

#### The Plan

- proposes that the highest and best use of the Upper River area has yet to be developed,
- recognizes the future economic development value of riverfront amenities,
- helps to stabilize communities in north and northeast Minneapolis,
- meets Metropolitan Council goals for growth within established urban areas.

The plan recognizes that an amenity such as the Mississippi River within minutes of the central business district of the City of Minneapolis is simply too valuable to be ignored. Nature created the amenity, and will renew and maintain it, but public policy controls future use of lands along the river.

Implementation of the Upper River Master Plan depends on an evolution in public policy, at all levels of government, in order to realize the vision. Initial steps should concentrate on establishing the Master Plan as part of City policy and creating an organizational structure to promote and guide implementation.

# Approving the Plan

While other governmental bodies have interests in the Upper River, it is the City of Minneapolis that controls decisions relating to land use in the area. The first step to implementation of the Master Plan is its adoption by the Minneapolis Planning Commission, with a recommendation for approval to the City Council. As an independent elected body, the Minneapolis Park and Recreation Board also has powers it can use to implement parts of the plan. Approvals by the City Council and Park Board will set a direction for future projects. In addition, as one of the funding partners, and a jurisdiction with capital investments in the Upper River area, a request for action should be submitted to the Hennepin County Board of Commissioners to accept the basic concepts contained in the Plan.

It is expected that most or all of the Upper River park system will become part of the Regional Open Space System, therefore approval of the Plan by the Metropolitan Open Space Commission should be sought. This approval will make it possible for the Minneapolis Park and Recreation Board to seek funds from that source.

# **Upper River Development Corporation**

#### **Structure**

A national panel of advisors recommends that a single-purpose entity be created to facilitate implementation of the Upper River Master Plan. Such an entity is necessary to promote redevelopment of the Upper River area, with a staff focused solely on implementing the Plan. Creation of this organizational structure is recommended as the second major step in implementation following approval of the Plan by the City Council and Park Board. Promotion of the Plan by a single-purpose entity will ensure that the Upper River is not forgotten, or placed in a low-priority status, during the period required for implementation.

Based on research of successful riverfront redevelopment programs and local administrative responsibilities, it is recommended that a private, non-profit corporation be created to promote and lead implementation of the Master Plan. This new Upper River Development Corporation (URDC) will act as the champion for the redevelopment effort, building support in the community, including north and northeast Minneapolis neighborhoods, area businesses, and among private landowners. The organizational structure of this development corporation should be based on previous multi-jurisdictional programs involving all of the relevant public agencies, with the local funding partners of the Master Plan as the core implementing group. A summit of the City Council, County Board of Commissioners, and Park Board should be convened to seat an interim steering committee to write bylaws of the Upper River Development Corporation, including composition of the Board of Directors.

A number of advantages are available with a private, non-profit corporation. For instance, such an entity is likely to be most successful in lobbying for grants from private foundations. Also, this type of structure will be able to work with existing units of government that have the power of eminent domain and bonding, such as the MCDA, without creating a rival agency.

#### **Function**

The Upper River Development Corporation will provide a forum for interagency coordination and discussion, in the same way that existing entities, such as the St. Anthony Falls Heritage Board, convene representatives from governing bodies. The main responsibilities of the corporation staff will be to implement decisions of the Board and recommend actions that promote implementation of projects described in the Plan. Staff duties will include identification of priorities, advising elected officials and commissions, writing grant requests, communicating with citizen organizations and the media, and fundraising.

In regard to development actions, the corporation staff would seek proposals from developers for new construction in the identified redevelopment areas, including national and international promotion and searches. The staff would also refine development guidelines and review development site plans with the Board and relevant agency staff. The Master Plan should act as an outline for desired land uses and urban design components, with flexibility to seize opportunities that the private market may propose. Special relationships with taxing jurisdictions might be sought to allow the most economical assembly and holding of land for the best possible development proposals. Coordination with the MCDA will be crucial in the areas of establishing redevelopment projects and seeking tax-increment financing.

## **Proposed Upper River Development Corporation**

#### **Characteristics**

- More developmentoriented than a multiagency management council.
- Board is independant of local government.
- Functions include: negotiating agreements with developers, coordinating public and private development activities, contracting for design and maintenance of public improvements, and fundraising.

# **Examples**

- Charles Center Inner Harbor Management, Baltimore
- St. Paul Riverfront Development Corporation
- Riverfront Recapture, Hartford
- Sheyboygan Development Corporation

#### Advantages

- Free from certain constraints typical of public bodies.
- Enjoys privacy in negotiations and financial decisions.
- Partially sheltered from political pressures.
- May receive private or charitable donations.
- May take on less profitable ventures than would a for-profit company.

#### **Disadvantages**

- No bonding, taxing, or eminent domain authority.
- Less willing to subsidize risky ventures than a purely public body.
- May be somewhat less responsive to public opinion.

# Citizen Oversight and Participation

Successful implementation of the Master Plan will depend on the involvement of citizens and community organizations. This Plan recommends a three-part approach, including:

- Existing Neighborhood Organizations
- An Upper River Citizens Advisory Committee
- The proposed Upper River Development Corporation

**Existing Neighborhood Organizations**, recognized by the City of Minneapolis as representatives of neighborhoods, with designated seats on the Citizens Advisory Committee.

The **Upper River Citizens Advisory Committee** would consist of representatives from neighborhood organizations, area businesses, and regional and environmental interests. Importantly, the Committee would be represented on the Upper River Development Corporation Board.

The **Upper River Development Corporation** would be organized and guided by a Board of Directors, including members who are elected officials from the City Council, Hennepin County Board of Commissioners, and the Park Board. State and federal legislators may also have ad hoc seats if desired. As noted above, other Board members would be selected from and by the Citizens Advisory Committee. A provisional board should be established to write bylaws defining how the organization will function and how public bodies and citizens will be represented.

# Public Agencies involved in Upper River Redevelopment.

# **Implementation Tools**

City of Minneapolis Planning Commission Departments of Planning, Public Works, and Inspections Minneapolis Park and Recreation Board Minneapolis Community Development Agency Hennepin County Department of Transportation Hennepin Community Works Metropolitan Council of the Twin Cities Metropolitan Open Space Commission Livable Communities Program Middle Mississippi Watershed Management Organization State of Minnesota Legislative Commission on Minnesota Resources Departments of Natural Resources, Transportation, Trade and Economic Development **United States** Housing and Urban Development Army Corps of Engineers National Park Service Mississippi National River and Recreation Area American Heritage River Initiative

Task	City of Minneapolis	Minneapolis Park and Recreation Board	Minneapolis Community Development Agency	Hennepin County	Development Corporation	Citizens Advisory Committee
Adopt Plan, Amend Comp Plan, Rezone	<b>✓</b>	0	О	0	0	
Establish Non-Profit Corporation	1	✓	Э	1		
Raise Funds	0	0	0	О	1	0
Information and Education	О	0	Э	Э	1	0
Redevelopment Assistance and Incentives, including Acquisition	0	O	1	0	0	O
Parks Improvements		1			0	0
Street Improvements	1			1		
Property Acquisition for Parks		1			0	

<sup>✓</sup> Primary Responsibility

O Support Responsibility

As with other areas of the Plan, implementation should utilize existing tools and approaches as well as new programs that may be created. Implementation can be facilitated through varying degrees of public action, from changing the regulatory environment to more aggressive public acquisitions. Private organizations and a number of public agencies at all levels are seeking improvements along the Mississippi River, consistent with the objectives outlined by the Master Plan, making coalition building an important part of implementation.

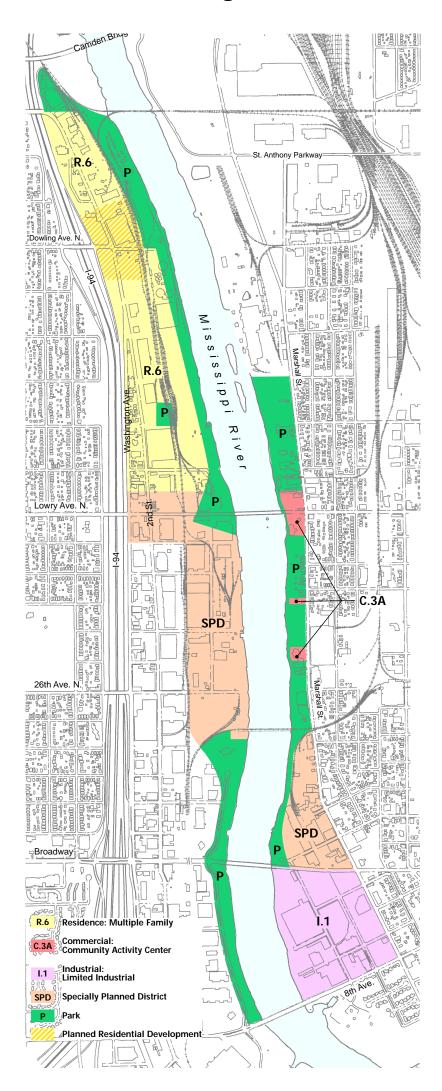
#### **Land-Use Controls**

The City of Minneapolis, through its comprehensive plan and zoning ordinance, has the power to set regulations for acceptable uses in the Upper River area, in order to promote the general welfare and seek an orderly evolution of the city. Private property identified in the Plan for land-use change should be rezoned to eventually bring about new uses. This rezoning should occur as part of comprehensive plan revisions, or as a series of separate "40 Acre" studies.

Rezoning of property does not imply an immediate change, what does change is the regulatory environment and classifications. Existing uses are "grandfathered," that is the owner may continue the current use as a "nonconforming use" for an indefinite period. However, if the non-conforming use is discontinued for a period of one year, or two-thirds of the assessed value of the property is destroyed, for instance by a fire, then a new use must conform to the new zoning classification. In addition, rezoning precludes expansion of non-conforming uses on the property. Zoning then is an important tool to bring about long-term transformations in land use, such as those proposed in the Plan.

Regulatory actions are an important component of implementing the Master Plan. Acceptance of the Upper River Master Plan as part of the City's Comprehensive Land Use Plan will give the Upper River project legal weight and certainty. Rezoning lands will halt future expansion of industry on the riverbank, while creating a climate of confidence necessary for private developers to invest in new housing construction, and other planned uses.

# **Recommended Zoning**



#### **Public Acquisition**

Creating public parks, extending parkways and roadways, and creating or increasing public right of way are all actions that can justify the taking of private property through the use of eminent domain powers held by public bodies. Redevelopment projects to remove blight and promote policy objectives can also justify public acquisition. The Upper River Master Plan states a clear public purpose: the creation of a continuous riverfront park corridor of benefit to the whole civic community. The rights of property owners are also clear when their property is taken for a public project: they are entitled to the fair market value of their land, set by an independent appraiser, plus relocation benefits.

Implementation of the Master Plan will require the use of eminent domain to acquire some properties, however, this does not mean that all transactions will need to be instigated by public agencies. Many properties are likely to be offered by willing sellers, with a number of properties for sale in the corridor at any one time. A project-based approach as outlined in the Plan will make possible the orderly assembly of land for parks and other redevelopment projects within specific timeframes. At present the Upper River Master Plan is an outline for future action, it will need to be approved and funded before any acquisitions of private property are undertaken. Ongoing communications with property owners regarding the purpose and phasing of projects will be crucial to building and sustaining support for the plan.

#### **Public-Private Partnership**

Given the large-scale and long-term actions necessary to implement the Plan, the right of eminent domain should be used sparingly. A preference should be established to work with private property owners within timeframes based on depreciation of capital investments or personal plans. The national panel of advisors to the Upper River Plan suggested that property owners be engaged in discussions regarding business planning horizons. Given that market conditions change, and capital equipment requires constant reinvestment, property owners should be notified of the general policies set forth in the Plan in order to plan for eventually ceasing operations on riverfront sites. For instance, a specific business may find that current investments and operations will be profitable for the next 10 years, but after that new investments that conflict with the objectives of the Plan would be needed. Public agencies should identify opportunities for working with businesses on coordinated phasing of projects.

One of the advantages of the Upper River Development Corporation as a private, non-profit corporation is that it can seek innovative partnerships with owners of land in the redevelopment areas, as well as private developers interested in the project. As the transition from older industries begins to occur, owners may be encouraged to enter partnerships regarding the future development of their property. The URDC should act as a facilitator between owners and developers to create partnerships of benefit to all parties and the implementation of the Plan. Not all property need pass through public acquisition to be redeveloped. The URDC should seek coalitions to assemble lands into developable parcels, with property owners as partners in, and profiting from, redevelopment. The creation of a continuous riverfront park amenity is sure to raise values on adjacent properties, with the Plan suggesting what are believed to be the highest value uses.

Coalition Building: Environmental Groups, Private Foundations, Critical Area, and MNRRA There are many non-governmental organizations, including environmental groups and private foundations, that have a keen interest in improving the environment of the Mississippi River, at the national, metropolitan, and local scales. These organizations are a valuable resource for information and lobbying for the river. Any and all interested groups and individuals who support the concepts outlined in the Master Plan should be actively engaged in a broad coalition for progressive implementation.

In addition to the many private groups and local public agencies working to improve the Mississippi, the state and federal governments also have ongoing planning requirements and programs. The State of Minnesota has designated the Mississippi River a "critical area," and requires municipalities to create plans for improving the riverbank environment. At the federal level the National Park Service manages the Mississippi National River and Recreation Area (MNRRA), a unique unit of the National Parks system working with municipalities to establish continuous parks and river access along the Mississippi in the Twin Cities metropolitan area.

The Upper River Master Plan is fully consistent with the Executive Order creating the Mississippi River Critical Area and all the goals and policies of the *Mississippi National River and Recreation Area Comprehensive Management Plan*. Moreover, the outcome of the Plan is expected to be an outstanding model of sensitive design that realizes the ecological, social, cultural, and economic development opportunities of the river corridor. A review of compliance with Critical Area and MNRRA goals is contained in the Appendix.

In general, the Upper River Master Plan will realize the Critical Area and MNRRA goals with a continuous riverfront trail system connecting to other trails north and south, a greenway buffer along the riverbank, and new land uses replacing open storage of bulk materials with attractive housing, offices, and hospitality destinations. Variances to the standards set in the City's Shoreland Ordinance regarding the height of

structures and setbacks may be necessary along the Mississippi Promenade to create the type of lively urban riverfront district that the Plan envisions; however, such action should only be taken in the context of specific development proposals, and in coordination with public agencies that oversee Critical Area and MNRAA compliance. Along all of the Upper River the Plan is the most comprehensive proposal ever produced to meet the goals of the Critical Area and MNRRA plans, with the necessary economic development included to help pay for the public costs of continuous parks, trails, and riverbank restoration.

# A Strategic Approach

A crucial component of Plan implementation is to set principles to guide future actions. Initial consideration of the Plan may bring discouragement regarding the magnitude of change envisioned. To undertake implementation as a single project would be a Herculean task sure to falter. Likewise, simply acquiring parcels on a piecemeal basis will not produce recognizable results in the form of usable parks or redevelopment parcels. Therefore a guiding set of principles is recommended.

#### **Implementation Action Principles**

- 1. Acquire properties that are contiguous with existing parks.
- 2. Seek stand-alone projects that can be completed in specific timeframes.
- 3. Pursue strategic acquisitions to connect parcels in public ownership.
- 4. Utilize public lands as catalyst for assembling larger redevelopment areas.
- 5. Hold tax-forfeit parcels along the river and in redevelopment areas.
- 6. Work with industries that can benefit from relocation.
- 7. Create trail loop projects across river.
- 8. Connect local streets to the riverfront.

These principles should be utilized with the goal of creating complete park and redevelopment projects that can be celebrated. Initial success will bring more people to the banks of the Upper River, media attention, and additional funding for projects.

#### Strategy

In addition to guiding principles, a strategy should be planned to launch the implementation campaign. This strategy requires: establishing the necessary organizational structures, the identification of stand-alone projects, an understanding of the relationship between projects, and a set of priorities and potential phasing. In regard to a strategic approach, the spatial organization of the Upper River Master Plan, and its infrastructure projects, is best represented with a graphic overlay to the Plan (see page 117). The accompanying recommendations suggest priorities for first actions.

## A Project-based Approach

Phase One Projects
BN Bridge and Skyline Park
26th Avenue North connection to West River Parkway
BN Bridge to Boom Island trail
Grain Belt renovation

#### Phase Two Projects

Edgewater to Gluek Park expansion
Gluek Park expansion to BN Bridge
Marshall Boulevard redesign, Lowry south to BN Bridge
Bottineau Trail
Botanical Garden and Conservatory
Marshall Boulevard redesign, Lowry north to St. Anthony Parkway
UHT and River Terrace Neighborhood (north of Dowling)
River Terrace Neighborhood (south of Dowling)

Phase Three Projects Lowry Bridge and Plaza Mississippi Promenade District

#### Phase One: South of 26th Avenue North

Initial actions should develop an implementation entity and projects on both sides of the river south of 26th Ave. N. The strategy should focus on creating a synergy between the two banks, including a trail loop from the BN Bridge to Broadway and Plymouth and encouraging redevelopment of the Grain Belt complex. As the only user of the BN Bridge, relocation of the Lafarge Corporation cement storage facility is the key action, allowing the removal of the BNSF railroad spur, extension of West River Parkway to 26th, and the decking of the BN Bridge for pedestrians and bicycles. Public agencies should enter into a discussion with Lafarge, the Burlington Northern Santa Fe Railway, and CAMAS, to explain the public purpose of the proposed acquisitions and establish timeframes and a working relationship. Lafarge has a well-maintained site, and relocation to another site in the City should be facilitated. Only a narrow strip along the western portion of the CAMAS site is required to extend West River Parkway to 26th Ave. N.; negotiations should also include Canadian Pacific Railway to rebuild track in this short section and limit the encroachment on CAMAS.

The Riverview Supper Club is an important hospitality venue bringing people to the riverfront. In order to construct the Amphitheater as shown in the Plan the supper club will need to be relocated, but the venue should be retained in a new building on the site as a concession within Park Board property. Trail easements across Graco and Scherer Bros. should be sought to create a trail loop to Boom Island Park, with a temporary route on Sibley Street as an alternative. This first set of projects will have relatively low cost compared to the much more extensive relocations in other phases, while bringing real benefits in useable parks and trails, and creating a constituency seeking to extend the trail and park system further north.

#### **Recommended priorities**

- 1. Create Upper River Development Corporation
- 2. Reuse the Grain Belt Brewhouse and develop adjacent riverfront park.
- 3. Relocate Lafarge Corp. to new site with rail access.
- 4. Acquire Burlington Northern Bridge for pedestrian and bicycle facility.
- 5. Construct trails from Plymouth Ave. along both banks and across the BN bridge.
- 6. Extend West River Road to 26th Ave. N., thereby providing a new link from north Minneapolis to the riverfront.

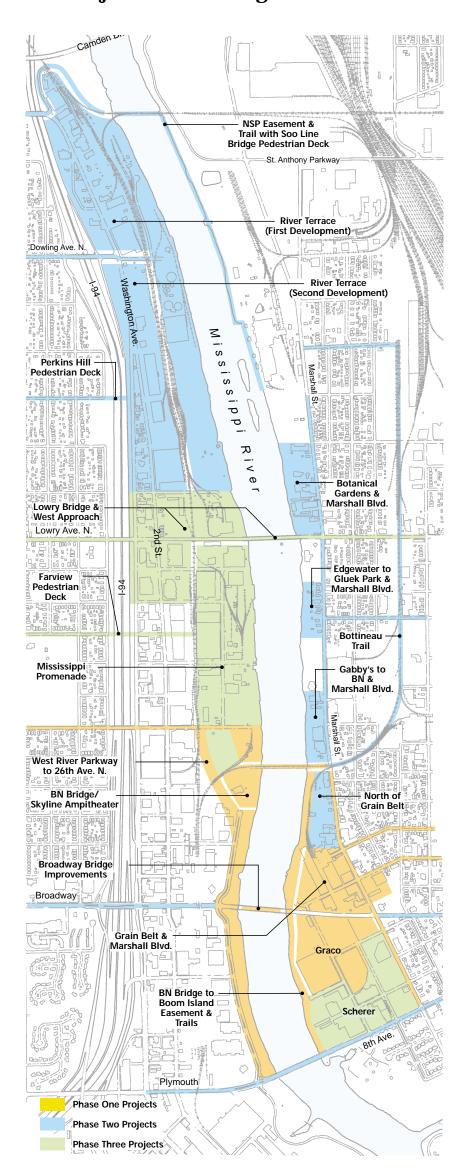
#### Phase Two and Three

The projects suggested for the second and third phases of implementation are very flexible in their potential order of implementation. For instance, the Botanical Gardens and Conservatory is a stand-alone project which could be promoted and constructed whenever the necessary will and funds are available. The construction of Marshall Boulevard can be accomplished in phases in conjunction with acquisitions to link existing parks on the west side of Marshall: at the Botanical Gardens site, and along Gluek Park expanded north to Edgewater and south to the BN Bridge.

Regarding the redevelopment projects on the west bank, phasing should consider the desired final build-out and which sites have the highest potential in the long term. Parks and other infrastructure improvements will have to be well funded and planned in detail before private developers are likely to be attracted. The Upper Harbor Terminal is under the control of the City Council, and a parks development project can be undertaken as the first step to induce adjacent redevelopment. Because of its size, depth, and better views to downtown, River Terrace Neighborhood south of Dowling is likely to attract higher value development. The desired private investment will be facilitated if the section north of Dowling is already converted to residential use. Likewise, the Mississippi Promenade District will require a high level of private investment. Confidence in the area will be increased if the River Terrace Neighborhood is under construction, and the continuous system of parks and trails, including the riverfront promenade, are in place.

The strategic approach outlined in the Plan is a useful guide to overall implementation, but conditions will change and unanticipated opportunities will arise. Key parcels may become available which are not immediately connected to a stand-alone project. Public agencies and the URDC should remain flexible to seize opportunities, especially in regard to acquiring riverfront parcels, but should also remain focused on producing recognizable results. Flexibility with an eye on specific project goals will carry the Plan forward.

# **Implementation Projects and Phasing**



#### **Costs**

In order to estimate costs for implementing the Upper River Master Plan a section-by-section analysis is made utilizing parcel data obtained from the Hennepin County Assessor. Tax assessment values for 1998 are factored to estimate acquisition and relocation costs. Standard practices for estimating engineering projects are used to generate estimates for public construction projects. The details of this process are given in the Appendix, a summary is included below.

The analysis shows an estimated cost for basic parks, parkway, and related public improvements of approximately \$83.9 million. The two largest add on projects are separated out, with the proposed Botanical Gardens and Conservatory estimated at \$20 million, and the Lowry Bridge at \$28 million. A grand total of \$141.9 million is estimated for the public infrastructure proposed in the Upper River Master Plan.

The public cost of assisting private land redevelopment, mainly business relocation and land assembly, is approximately \$60.5 million. This total is based on costs for land assembly in the two main redevelopment areas proposed in the Plan: River Terrace Neighborhood and the Mississippi Promenade District. Although the Plan calls for sweeping redevelopment on the west bank, the costs of assembling land are not high relative to the acreage, showing the current low tax assessments on some of the larger heavy-industrial parcels, and no tax value for the UHT site. The redevelopment costs for the North Washington Industrial Park are not included since this is an ongoing project that predates the Master Plan; however it is anticipated that the attractiveness of NWIP and pace of redevelopment will be enhanced by new riverfront parks.

Total public costs are estimated at approximately \$200 million for implementing parks development, infrastructure improvements, and land-use changes. This rough estimate is useful to show the relative scale of public costs. These public investments along the Upper River are on a level with similar large-scale public efforts, such as highway building, arenas, and neighborhood revitalization projects. All of the recommended public expenditures are less than one-half the cost of the Hiawatha Corridor Light Rail project. However, unlike many public projects that must be completed in a specific, short-term timeframe, the Upper River Master Plan can be implemented over a period of 30 years, spreading costs over a number of stand-alone projects that can be funded through a variety of sources. In addition, the public investment is expected to be multiplied many times by private investments, on the order of five times the public cost. The Plan outlines a worthy investment in the civic infrastructure of the City of Minneapolis and the region.

Property Acquisition, Relocation, and Demolition	40,000,000
Park Development	23,000,000
Riverbank Stabilization and Restoration	7,000,000
West River Parkway and Marshall Blvd.	13,000,000
Street and Utility Removals	400,000
BN Bridge Conversion	500,000
Basic Parks and Parkway Subtotal	\$ 83,900,000
Botanical Gardens and Conservatory	20,000,000
Riverway Streets	7,000,000
Pedestrian Bridges over I-94	3,000,000
Parks, Gardens, and Riverway Streets Subtotal	\$113,900,000
Lowry Avenue Bridge	28,000,000
Upper River Public Infrastructure Total	\$141,900,000

Park development costs include:

Improvements to existing parks in study area.

New passive recreation parks.

Riverfront promenade and plazas.

Amphitheater.

One naturalized stormwater pond.

Fishing piers and small docks.

One athletic field.

Restrooms.

# **Estimated Cost of Public Assistance for Land Redevelopment**

	Public Costs	Private Investment	Annual Property Tax Increase
River Terrace Neighborhood			
Acquisition, Relocation, Demolition	67,000,000		
Land Sale Income	- <u>17,000,000</u>		
	\$50,000,000	209,000,000	5,400,000
Mississippi Promenade District			
Acquisition, Relocation, Demolition	34,500,000		
Land Sale Income	- <u>24,000,000</u>		
	\$10,500,000	<u>290,000,000</u>	<u>7,100,000</u>
Upper River Redevelopment Total	\$60,500,000	\$499,000,000	\$12,500,000

Note: Public costs do not include soil remediation.

# Phase One: Initial projects south of 26th Avenue North

A solid estimate is possible on the basic trail and parkway parts of recommended Phase One projects, including the important extension of West River Parkway to 26th Ave. N., the conversion of the BN Bridge to a pedestrian and bicycle facility, and construction of trails along both banks, from the BN Bridge to Plymouth Ave. A temporary trail route to Boom Island utilizing Sibley Street is assumed for calculation of trail costs, rather than an easement along Graco and Scherer. This Upper River kick-off project can be accomplished for less than \$3.7 million.

Extending the parkway and creating the trail loops are the priority actions. Investments in the Amphitheater should wait until the rest of Phase One is funded.

#### Acquisition costs

Relocate Lafarge Corp., acquire BN Bridge and rail corridor easement on east bank, and acquire narrow linear portion of CAMAS site to extend West River Parkway \$2,300,000

#### **Construction costs**

Pedestrian and bicycle recreation trails = $12,800$ linear ft. x $$25/ft$	\$320,000
BN Bridge conversion, decking and lighting	\$500,000
Extending West River Parkway to 26th Ave. N. = 1400 linear ft. x \$300/ft.	\$420,000
26th Avenue reconstruction, from river to Farview Park = $2600$ linear feet x \$50/ft.	<u>\$130,000</u>

# Phase One, Trail and Parkway Total \$3,670,000

# **Potential Sources of Implementation Funds**

In order to implement the Upper River Master Plan funds should be sought at all levels of government, as well as grants from private foundations. One of the benefits of a visionary Plan, calling for large transformations, is that interest and excitement can be generated outside of the City of Minneapolis. At the metropolitan level, funds should be sought on the grounds of slowing sprawl. At the state level, the Plan contains many fundable elements relating to infrastructure and environmental resource protection. The Plan also is also consistent with federal programs for inner city revitalization and transportation efficiency.

#### Potential sources of funds include the following;

City of Minneapolis and Hennepin County

Tax Increment Financing

General Obligation Bonds—Minneapolis Capital Improvement Program

Housing Revenue Bonds

Hennepin Community Works projects

County Transporation Capital Improvement Programs

Proceeds from Land Sales

Upper Harbor Terminal Income

#### Watershed

Middle Mississippi Watershed Grants

#### Metropolitan Council

Metropolitan Parks and Open Space Commission

Livable Communities Program grants

#### State of Minnesota

Upper River projects earmarked in biennial Bonding Bill

LCMR grants

State Transporation Capital Improvement Programs

Great River Road Program grants

Hazardous Waste Remediation grants

Department of Trade and Economic Development grants

#### **Federal**

Department of Transportation, TEA-21

Department of Housing and Urban Development, programs and special grants

National Park Service, Mississippi National River and Recreation Area grants

Urban Park and Recreation Recovery Program

Army Corps of Engineers grants

Empowerment Zone grants

#### **Private Sources**

Foundation grants

Donations for specific projects

#### **Key sources**

Tax increment financing (TIF) districts are established as a means to pay for public infrastructure that will help to make private development projects feasible. The City of Minneapolis, MCDA, and Upper River Development Corporation should investigate which portions of the Plan can be financed through existing TIF districts, specifically the North Washington Industrial Park, and should promote special legislation to create new TIF districts, where necessary to encourage redevelopment that would not otherwise occur in the Upper River area. Tax increment will be an important source of funding, with many riverfront parcels large enough to create new parks as well as new tax-base-generating developments.

The State of Minnesota, through its Legislative Commission on Minnesota Resources (LCMR), was a funding partner for the Master Plan. A strong argument can be made that implementation of the Plan will protect and enhance one of Minnesota's critical resources: the Mississippi River. Funds from the LCMR should be sought on a periodic basis throughout implementation, specifically for park acquisition and development. Funding from state and federal sources should also be sought by the City, County and Park Board, as part of existing infrastructure programs, such as the federal Transportation Efficiency Act for the 21st Century (TEA-21) to rebuild Marshall St., the Lowry Bridge, and recreation trails. In addition, specific capital improvement legislation at the state level should be proposed for projects in accordance with the Plan. The U. S. Congress and agencies of the federal government, including the Department of Housing and Urban Development, should also be involved in funding redevelopment projects contained in the plan.

Regarding funding the cleanup of soil and groundwater contamination, grants should be applied for from state and federal programs. The state Department of Trade and Economic Development has already made grants to the MCDA for remediation in the North Washington Industrial Park. Additional grant proposals will need to be submitted. Special grant requests might also be made to the federal Environmental Protection Agency to fund decontamination projects.

As implementation continues, innovations in financing and legislation are sure to change the ground rules for development, and it should be a responsibility of the URDC staff to promote public and private actions that will encourage investment in the Upper River corridor. Local developers consulted regarding potential housing construction along the Upper River stated that existing state programs for tax-exempt housing revenue bonds should be revised to allow favorable financing of rental properties. The role of the URDC will be to engage developers, legislative staff, and elected officials in discussions regarding potential public assistance to the redevelopment projects.

In August of 1999 the Minneapolis City Council took an important first step to funding implementation of the Upper River Master Plan by dedicating annual revenues generated by the Upper Harbor Terminal operation to Upper River projects. With the bonds for the UHT paid off in 1999, current estimates are for revenues of \$350,000 per year, for as long as new investments in equipment are not required. The MCDA will use these funds to promote redevelopment projects, for instance improvements to the Grain Belt Brewhouse to make that property more attractive to private investment. This initial flow of funds should be used to leverage more investments from public and private sources, resulting in a steady stream of funding and projects returning benefits to the ecological, social, and economic life of the Upper River corridor.

# **Implementation Plan Conclusions**

Real and tenacious obstacles exist to implementation of even small-scale parts of the Upper River Master Plan. However, the history of land use in the Upper River corridor shows if anything that change is inevitable. Many of the opportunities for implementation lie completely within the purview of the City of Minneapolis. The Upper Harbor Terminal is a 48-acre asset that can and should be redeveloped to a use with higher tax and social value. Regarding ongoing and future land-use conflicts, it is recommended that the City of Minneapolis vigorously defend its right and responsibility to control land use along the Upper River. Potential nuisance land uses should be denied to promote the general welfare. The Upper River should not be an enclave where heavy industries cause impacts external to their properties, and limit access to the public right of way or the river. Existing building and business operating codes should be consistently enforced.

The Implementation Plan makes two major recommendations, organizational and strategic. First, the rationale and outline for a new non-profit redevelopment corporation is given. **Creation of an Upper River Development Corporation is the most important step to ensure that the Master Plan is implemented.** A dedicated staff will remain focused on the Upper River, lobbying, fundraising, and seeking development proposals. Without such a single-purpose entity, implementation of the Plan will be subject to varying levels of interest and prioritization at existing public agencies. The second major recommendation is for a strategic approach to implementation. The Plan addresses a very large area, calling for not only the acquisition of a continuous public riverfront, but also associated land-use changes, and large infrastructure projects. The project-based approach described in the Implementation Plan shows how the overall comprehensive redevelopment project can be divided into smaller doable projects.

The public investments outlined in the Upper River Master Plan are in the range of hundreds of millions of dollars. Private investments in new housing, office, commercial, and light-industrial construction are likely to be over half a billion dollars. While these costs are high, so are the prospects for tax-base development and profits from private development. Public costs can be spread out over a period of 30 years. It must be noted that inaction to improve the condition of north and northeast Minneapolis has an equally high monetary and social cost. The Mississippi River offers the best opportunity to reinvigorate struggling communities: investments can be made in new amenities and new housing and employment *or* in more social services concentrated in areas of declining tax base. The Upper River Master Plan seeks to clarify these policy choices, while promoting the opportunities inherent to one of the most enticing riverfronts in the region.

The Upper River Master Plan began with the ambitious goal of a continuous riverfront park corridor. As the scope of action necessary to meet this objective became apparent, the Plan sought the best use of adjacent lands, finally recommending that a completely new vision of what the Upper River corridor could be is necessary to realize the intrinsic value of the Mississippi in Minneapolis. Bringing the planned transformation to fruition will require a steady will and involvement of community leaders over many years. The Master Plan is the most comprehensive investigation of the potential of the Upper River ever created, it is a good beginning for the future.

# **Recommendations Summary**

- Establish an Upper River Development Corporation as a non-profit entity with the sole purpose of implementing the Upper River Master Plan.
- Rezone property in accordance with the Upper River Land Use Plan.
- Close the Upper Harbor Terminal.
- Utilize a strategic approach to implement stand-alone parks and redevelopment projects, starting with publicly-owned properties.
- Seek partnerships with private property owners, private foundations, and nongovernmental organizations interested in improving the Upper River.

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